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OO RUEHFK RUEHKSO RUEHNAG RUEHNH
DE RUEHKO #0981/01 1182214

ZNR UUUUU ZZH
O 282214Z APR 09
FM AMEMBASSY TOKYO
TO RUEHC/SECSTATE WASHDC IMMEDIATE 2615
INFO RUEHBJ/AMEMBASSY BEIJING PRIORITY 9030
RUEHUL/AMEMBASSY SEOUL PRIORITY 5052
RUEHMO/AMEMBASSY MOSCOW PRIORITY 2832
RUEHNE/AMEMBASSY NEW DELHI PRIORITY 8685
RUEHTV/AMEMBASSY TEL AVIV PRIORITY 0787
RUEHIL/AMEMBASSY ISLAMABAD PRIORITY 2164
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RUEHUNV/USMISSION UNVIE VIENNA PRIORITY 0527

UNCLAS SECTION 01 OF 02 TOKYO 000981

SENSITIVE
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DEPT PLEASE PASS DOE NSSA NA-20, OFFICE OF NUCLEAR ENERGY

E.O. 12958: N/A

TAGS: [PARM](#) [MNUC](#) [ENRG](#) [TRGY](#) [PUNE](#) [IAEA](#) [JA](#)

SUBJECT: FOREIGN MINISTER CALLS FOR 11 BENCHMARKS FOR GLOBAL NUCLEAR DISARMAMENT; PROPOSES CONFERENCE

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¶1. (U) Summary: Japanese Foreign Minister Hirofumi Nakasone outlined 11 benchmarks for promoting global nuclear disarmament in an April 27 speech in Tokyo, while calling on nuclear powers to ensure transparency and reduce their nuclear weapon stockpiles. Notable benchmarks included: transparency and disarmament measures from China, entry into force of the Comprehensive Test Ban Treaty (CTBT), negotiation of a Fissile Material Cut-off Treaty (FMCT), and cooperation on civil nuclear energy. Nakasone also proposed that a conference on nuclear disarmament be held in early 2010 in Japan to help ensure a successful outcome for the 2010 NPT Review Conference.

He made no comments regarding increasing contributions to the International Atomic Energy Agency (IAEA), despite earlier press reports that he would do so. End summary.

¶2. (SBU) Foreign Minister Nakasone, speaking at a forum hosted by the Japan Institute of International Affairs on April 27, gave a speech entitled "Conditions towards Zero- Eleven Benchmarks for Global Nuclear Disarmament." The speech, which first outlined his sense of the state of play on disarmament and then focused on proposals to promote and verify progress, was described by one Ministry of Foreign Affairs (MOFA) contact as coming "in response to President Obama's speech in Prague."

¶3. (U) Nakasone stated momentum for disarmament is increasing. He credited the 2007 op-ed by George Shultz, William Perry, Henry Kissinger and Sam Nunn as beginning the trend, and highlighted the President's April 5 Prague speech as further increasing the momentum. He also used the occasion to reiterate the ongoing threat caused by North Korea's nuclear program as well as Japan's commitment to nuclear disarmament diplomacy. Despite prior press speculation that he would announce increased contributions for the IAEA, he did not do so.

Current Trends

¶4. (U) Nakasone described his view of the current situation concerning nuclear weapons, laying out four issues.

IA. The role of nuclear weapons in the security strategies of the U.S. and Russia has sharply diminished and these countries, along with the UK and France, have reduced their arsenals in a transparent manner. However, China continues to modernize and discloses no information regarding its arsenal.

IB. The Iranian nuclear issue is an urgent international concern. Iran has continued to expand its enrichment activity and failed to meet the demands of the international community.

IC. India, Pakistan, and Israel remain outside the NPT. Japan intends to make "patient efforts" to persuade these countries to join the NPT as non-nuclear weapons states.

ID. The threat of terrorist use of weapons of mass destruction is growing. The international community must be united in preventing nuclear and radioactive material from falling into the hands of terrorists.

Proposed Benchmarks

I5. (U) Nakasone identified 11 benchmarks intended to promote disarmament, which he said Japan will propose at the 2010 NPT Review Conference. For nuclear weapons states, his benchmarks included:

IA. Leadership by and cooperation between the U.S. and Russia, including concluding a successor to START I.

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IB. Nuclear disarmament by China and other nuclear weapons states, including a freeze in the development of nuclear weapons, missiles, and other delivery vehicles.

IC. Transparency regarding nuclear arsenals, based on a "culture of information disclosure."

ID. Irreversible nuclear disarmament.

IE. A study on future verification, intended to help provide highly accurate verification of weapons dismantlement.

I6. (U) For the entire international community, he identified three benchmarks:

IA. A ban on nuclear tests, based on CTBT ratification.

IB. A ban on the production of fissile material for nuclear weapons purposes, beginning with FMCT negotiation, and a moratorium on production of fissile material.

IC. Restrictions on ballistic missiles, specifically globalization of the Intermediate-Range Nuclear Forces Treaty between the United States and Russia, and the EU's proposed treaty to ban short and intermediate range ground-to-ground missiles.

I7. (U) Finally, for countries aspiring to the peaceful use of nuclear energy, he proposed three more benchmarks:

IA. International cooperation for civil nuclear energy based on safety, security, and safeguards. Nakasone noted Japan will host an international conference in Tokyo this autumn on nuclear security related to Asian countries, particularly those introducing nuclear power.

IB. Compliance with the highest level of IAEA safeguards, specifically Comprehensive Safeguards Agreements and the Model Additional Protocol.

IC. Prevention of nuclear terrorism, by managing both nuclear material and fuel cycle facilities.

Proposal for new conference in 2010

¶8. (U) Nakasone concluded by announcing Japan plans to host early next year an international conference tentatively entitled "the 2010 Nuclear Disarmament Conference" to encourage concerted actions by the international community. He expressed his desire that this conference, in concert with his proposed benchmarks, would contribute to "a successful conclusion of the 2010 NPT Review Conference."

¶9. (SBU) Contacted after the Foreign Minister's speech, a MOFA Arms Control and Disarmament Division officer had few comments. He noted the speech was positively received by the media, which had been particularly interested in the portions pertaining to China. Regarding the proposed conference, he said MOFA did not yet have any idea when or at what level of participation it could be held. At this point, MOFA's plan is to consult with relevant countries including the U.S.

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